

State of Michigan Planning Guidance for Local Emergency Management:

FY 2002 FEMA Supplemental Grant for Terrorism Preparedness



Emergency Management Division
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Overview

To enhance state and local planning, the Michigan State Police Emergency Management Division (EMD) received \$3.4 million in a fiscal year 2002 supplemental appropriation from the Federal Emergency Management Agency (FEMA) to update and enhance emergency operation plans (EOP). 75% of the funding must be passed through to local jurisdictions.

Eligible sub-grantees will receive supplemental 2002 funding assistance to update EOPs for all hazards *with special emphasis on weapons of mass destruction (WMD) terrorism preparedness*.

Coordinated planning at the state and local level is essential if state and local emergency management and first responder organizations are to be able to effectively request and use future response resources. In addition, planning funds may be used on the following activities in support of their EOPs:

- ✓ Interstate and intrastate mutual aid agreements
- ✓ Facilitate communication and interoperability protocols, including the development of a communications plan so that networks and communications lines are established prior to an event, thereby minimizing the interoperability problem
- ✓ Establish a common incident command system
- ✓ Identification and plans to protect critical infrastructure
- ✓ Address state and local continuity of operations and continuity of government
- ✓ State and local hazard and risk assessments to determine emergency management planning priorities
- ✓ Coordination of citizen and family preparedness plans and programs, including Citizen Corps, donations programs and other volunteer initiatives to ensure an effective response to an all hazard events.

At a minimum, a jurisdiction's existing EOP should be expanded to address the unique planning requirements associated with weapons of mass destruction.

As part of the planning process, jurisdictions should consider addressing hazard assessments, addressing continuity of operations and government so that essential services can continue without interruption, that needs of victims can be met, and that government can respond effectively.

Eligible Activities

In order to achieve the goals of the planning initiative, states may use the funds for the following activities, including but not limited to:

- Development or enhancement of state and/or local EOPs
- Training related to the development or enhancement of emergency operations and strategic plans
- Conducting workshops or other training for local governments related to the development or enhancement of emergency operations and strategic plans
- Hiring personnel or contract support to directly support these tasks.

State Emergency Management Emphasis

The following are the state's priorities for local government activities:

1. Updating of EOPs with an emphasis on terrorism response, recovery, and coordination plans, including development of procedures, checklists, and related tools. This will be the main program work priority. Subsequent activities include:
2. Facilitate communication and interoperability protocols, including the development of a communications plan so that networks and communications lines are established prior to an event, thereby minimizing the interoperability problem.
3. Critical infrastructure protection planning
4. Coordination and interdisciplinary planning for participation in an intrastate emergency management assistance compact.

The local emergency management program and its jurisdictions should actively involve and maintain extensive coordination between and among the various disciplines and groups that are part of the emergency management system.

Identification of Critical Infrastructure

Our society is dependent upon a number of critical infrastructures, oftentimes not realizing how important their continued availability and operations are until a disaster has taken place. According to the Critical Infrastructure Assurance Office (CIAO), critical infrastructures are systems whose "incapacity or destruction would have a debilitating impact on the defense of economic security of the nation."¹ For state and local governments, these services can include:

- | | |
|-----------------------|----------------------------|
| ➤ Telecommunications | ➤ Electrical Power Systems |
| ➤ Gas and Oil | ➤ Banking and Finance |
| ➤ Transportation | ➤ Water Supply Systems |
| ➤ Government Services | ➤ Emergency Services |

Localities likely have different prioritization for what constitutes a critical infrastructure, and each entity is presented with different challenges in identifying and conducting a threat vulnerability of critical infrastructure facilities in their areas. State and local governments are responsible for both ensuring and assuring the continuation of critical infrastructure service operations to communities impacted by natural, manmade and technological disasters.

If a jurisdiction has not identified critical infrastructure and they are seeking guidance, FEMA recommends they use FEMA's *State and Local Mitigation Planning How-To Guide, Integrating Human Caused Hazards Into Mitigation Planning*. The final version of the How-To Guide is on the FEMA-FIMA website:

<http://www.fema.gov/fima/planresource.shtm>.

¹U.S. Critical Infrastructure Assurance Office (website) - <http://www.ciao.gov/resource/index.html>

Mutual Aid/Assistance Compacts

The severity of disasters may at times overwhelm state and local response resources. Aid agreements provide an opportunity for neighboring jurisdictions to assist in providing personnel and resources to their impacted counterparts, thus ensuring the continued safety of both responders and citizens.

Both intrastate and interstate mutual aid allows for a leverage of existing and new assets to the maximum extent possible. Creating and updating mutual aid agreements requires participating organizations to have an awareness and understanding of each other's personnel, equipment, and technological resources.

Ultimately, mutual aid agreements demonstrate a formal commitment and effort of participating jurisdictions to provide a unified and coordinated response structure.

COOP/COG

Local governments should consider developing or updating contingency plans for the continuity of operations (COOP) of vital government functions. Jurisdictions must be prepared to continue operations throughout the spectrum of possible threats from natural disasters through acts of terrorism. COOP planning facilitates the performance of state and local government and services during an emergency that may disrupt normal operations.

States and local governments should also consider developing or updating contingency plans for the continuity of state and local government/services (COG). COG planning ensures continued line of governmental authority and responsibility. For more information on COOP/COG, FEMA recommends the following links:

- **Federal Preparedness Circulars & Presidential Decision Directive**
 - **FPC-65** - <http://www.fas.org/irp/offdocs/pdd/fpc-65.htm>
 - **FPC-66** - <http://www.fema.gov/pdf/library/fpc66.pdf>
 - **FPC-67** - <http://www.fema.gov/pdf/library/fpc67.pdf>
 - **PDD-67** - <http://www.fas.org/irp/offdocs/pdd/pdd-67.htm>

EMD Technical Assistance and Training

EMD is available to assist applicants in a variety of ways to ensure that the application process, as well as the administration and implementation of the FY 2002 supplemental funds, is handled efficiently and effectively.

- Technical assistance and training may be requested through EMD's District Coordinators. The grant also allows for contractual assistance in the planning effort.

Planning Guidance

The purpose of this section is to raise planning issues that a local government may want to address in developing, refining, and exercising their terrorism response plans and procedures.

Local Planning Team

Jurisdictions may find it useful to develop a **Local Planning Team (LPT)** composed of key stakeholders to address terrorism response planning issues. The LPT may have subgroups that address specific crisis and consequence management concerns, such as threat analysis and notification procedures, utilities and critical infrastructure protection, etc. Some key areas the LPT should explore are:

- What needs to be done?
- What are the action items?
- Who needs to do them?
- What are the timelines?
- Does the local jurisdiction need an entirely new plan to address terrorism, or can existing plans and procedures be modified?
- Does the jurisdiction need technical assistance to bring plans and procedures into line with the terrorist threat?

The LPT should be composed of personnel from emergency management, first responder agencies and involve representatives from other disciplines. For example, public health or medical representation may be advisable to address the impact of biological or chemical agents. The LPT may have day-to-day functional elements from law enforcement or other agencies, may meet on a periodic basis, and should ideally function as the core for threat analysis in case of a threat/actual event

Areas of Concern

Listed below are key areas and corresponding questions for the jurisdiction to during the planning process.

Management

There are several areas management may want to focus on during the planning process, including: organizational structure, coordination of various disciplines, inclusion of non-profit organizations or private businesses in the possible response organization, public information concerns, safety and security, and information sharing among the key players. In addition, management should be involved in threat analysis, plans, and procedure development.

Organizational Structure

Local government should consider the organizational structure required for a terrorist threat or actual event. Organizational structure should be viewed from both the crisis management and consequence management viewpoints.

- ☐ Establish close working relationships among the key players at various government levels.
- ☐ Develop a multi-agency Local Planning Team (LPT).

- ☐ A terrorism event will require multi-agency, multi-discipline coordination at all levels, including first responders.
- ☐ How do local jurisdictions plan to coordinate medical, health, fire and rescue, public works, and law enforcement?
- ☐ What are the issues associated with discipline coordination? In the EOC environment? In the field?
- ☐ What communication systems and protocols need to be in place?

Inclusion of Non-Profit Organizations and Private Businesses

Non-profit organizations and businesses may get involved in a terrorist threat or event, either as potential victims or as possible support organizations. Identify non-profit organizations and businesses that need to be involved in terrorism response planning.

- ☐ How do local jurisdictions include them in terrorism response?
- ☐ Would they be potential targets?
- ☐ Could they provide support to emergency operations?

Public Information

Public information plays a crucial role in managing an event. All public information personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ Identify system(s) available to alert the public. Are the systems adequate?
- ☐ Identify protocols established or those that need to be established by local government.
- ☐ Develop local government policies and procedures to ensure support and cooperation with the media on a potentially sensitive subject.
- ☐ Identify protective actions needed to occur for government response personnel, and the public. Incorporate into policies and procedures.
- ☐ Identify bilingual and multicultural concerns in the community.
- ☐ What public information organizations need to be established? Media centers?

Safety and Security

Staff safety and operational security will be key concerns during a terrorist threat or actual event. All safety and security personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ What actions does local government need to take to protect staff?
- ☐ What actions need to be taken to insure operational security, including protection of computer systems and telecommunications assets?
- ☐ What security measures are necessary, and when? Are there security protocols?
- ☐ Do the key responders know the security protocols?
- ☐ What agencies have responsibility for security?
- ☐ What agencies have responsibility for safety?

Warning

Information Sharing and Dissemination

Information sharing and dissemination will be crucial during a terrorist threat or actual event. How an event unfolds will be determined to a great extent by “information” and how it is processed.

- ☐ What protocols need to be established about sharing threat information? How will various disciplines share information across discipline lines, i.e., law enforcement to medical?
- ☐ What components of the local response organization need to have information?
- ☐ What information elements need to be shared? And with what agencies, organizations, businesses, volunteer organizations, the media, and so on?
- ☐ Do agencies need to have “threat alert levels”?

Fire and Rescue

All Fire and Rescue personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ Do existing procedures need to be modified to accommodate a terrorist scenario?
- ☐ Do first responder personnel need to receive any special instructions in the face of a potential terrorist threat?
- ☐ What time-critical refresher training needs to occur in anticipation of an event? (For example, refresher training on evidence preservation.)
- ☐ Will fire and rescue be able to co-locate functions with other disciplines, such as law enforcement, for coordination purposes? (Which functions need to be co-located?)
- ☐ Will fire and rescue need to request mutual aid to deal with the consequences of a terrorist event?
- ☐ Will fire and rescue operations require additional support from other agencies, such as hazardous materials response teams? Regional response teams?
- ☐ How will fire and rescue deal with the potential that they may become secondary terrorist targets upon response to an event?
- ☐ How will fire and rescue expand their operations beyond the normal day-to-day emergency response? What will be required to do this?
- ☐ Are fire and rescue personnel prepared to coordinate with law enforcement on mass evacuations and spontaneous evacuations?

Hazardous Materials/Radiological Response

All Hazardous Materials/Radiological personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ Do existing procedures need to be modified to accommodate a terrorist scenario?
- ☐ Do first responder personnel need to receive any special instructions in the face of a potential terrorist threat?
- ☐ What time-critical refresher training needs to occur in anticipation of an event? (For example, refresher training on chemical agent identification.)
- ☐ What additional technical support teams will be required for a terrorist situation?
- ☐ Which hazardous materials or radiological functions need to be co-located with other disciplines for coordination purposes?
- ☐ Will the hazardous materials or radiological personnel need to request mutual aid to deal with the consequences of a terrorist event?
- ☐ Will hazardous materials or radiological response require extensive logistical support for operations?
- ☐ How will hazardous materials or radiological team personnel deal with the potential that they may become secondary terrorist targets upon response to an event?
- ☐ How will hazardous materials expand their operations beyond the normal day-to-day emergency response? What will be required to do this?
- ☐ How will the hazardous materials personnel address the clean up concerns while addressing the sensitivities of evidence collection?
- ☐ How will environmental needs be addressed?
- ☐ Have radiological personnel prepared for an incident?
- ☐ Are decontamination procedures in place for personnel in the case of both radiological and chemical incidents?

Law Enforcement

All Law Enforcement personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ Do existing procedures need to be modified to accommodate a terrorist scenario?
- ☐ Do first responder personnel need to receive any special instructions in the face of a potential terrorist threat?
- ☐ What time-critical refresher training needs to occur in anticipation of an event? (For example, refresher training on chemical agent identification.)
- ☐ What additional technical support teams will be required for a terrorist situation?
- ☐ What are the investigation and evidence tracking issues and how should these be addressed?
- ☐ Which law enforcement functions need to be co-located with other disciplines for coordination purposes?
- ☐ Will law enforcement need to request mutual aid to deal with the consequences of a terrorist event?
- ☐ What additional logistical support will law enforcement require for operations?
- ☐ What does law enforcement need to do to minimize their potential as a prime secondary targets upon response to an event?
- ☐ How will law enforcement expand their operations beyond the normal day-to-day emergency response? What will be required to do this?

- ☐ Are law enforcement personnel prepared to conduct mass evacuations and deal with spontaneous evacuations?

Mass Fatalities

Generally all of the standard mass fatality concerns would apply during a terrorism response. There are some additional concerns, which are listed below.

- ☐ Documentation. It is extremely important to ensure that deceased recovery location is marked and noted. Is this part of coroner procedures?
- ☐ Transport of Deceased Remains. Deceased should be moved only in Human Remains Pouches, to prevent contamination. Responders should not attempt to separate co-mingled remains, or reassociate disassociated remains. (These are tasks that should be accomplished at the morgue.) Has transport of remains been addressed in procedures?
- ☐ Evidence Recovery. One issue may be recovery of evidence attached to/imbedded in the deceased. This is usually handled during the morgue process, but must be established as part of the procedure. Most evidence technicians or investigators are not experienced or capable of working in a morgue during a post mortem. Also, all deceased should be x-rayed to identify any explosive materials and/or foreign materials. Have these issues been included in procedures?
- ☐ Decontamination. One area is decontamination of the deceased prior to leaving the scene to prevent contamination of facilities. This requires setting up a specific decontamination procedure prior to transportation to the incident morgue or central morgue facility. It may also be necessary to establish a temporary morgue for any work with contaminated deceased. Do procedures address and deal with these areas?
- ☐ Securing of Personal Effects. Personal effects may have evidentiary value. They may be contaminated. They may be needed to assist in identification or at least in BTB ("believed to be") identification. They must be secured for release to the family if appropriate. Are there provisions for these areas in the procedures?
- ☐ Recovery and Identification of the Deceased. This is usually the highest priority of the family. This may conflict with the other issues in a terrorism response. Contamination, evidence collection, and secondary devices may preclude this being a priority. The bodies may have to stay at the morgue for some time, leading to appearances that the deceased are not being treated with "appropriate dignity". How should these issues be addressed?
- ☐ Different Identification Procedures. The identification procedures for large numbers of terrorism casualties may be different from normal ID procedures. Again, there may be decontamination issues, or dismemberment concerns. Do procedures address these areas?
- ☐ Decision-making. Coroner staff may need to make some hard decisions about extent/type of invasive procedures, or burial methodology, such as hermetically sealed caskets. How are these decision points addressed in procedures?
- ☐ Establishment of a Family Assistance Center. Mass fatality management usually includes such centers. The centers facilitate information flow. They may also insure that family members aren't contaminated, if contamination is an issue. Family members may need to be available for interviews, identification notifications, and remains disposition. Do procedures include the centers?

Medical and Health

All Medical and Health personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ Do existing procedures need to be modified to accommodate a terrorist scenario?
- ☐ Do first responder personnel need to receive any special instructions in the face of a potential terrorist threat?
- ☐ What time-critical refresher training needs to occur in anticipation of an event? (For example, refresher training on chemical agent identification, biological hazards or decontamination procedures.)
- ☐ What additional technical support teams will be required for a terrorist situation?
- ☐ Which medical or health functions need to be co-located with other disciplines for coordination purposes? (For example, there are instances in which medical and hazardous material personnel may need to conduct joint activities with hazardous materials.)
- ☐ Will the medical and health function need to request mutual aid to deal with the consequences of a terrorist event? What will be the source of this aid?
- ☐ Will the medical and health function need to establish significant logistical support for operations?
- ☐ How will medical and health personnel deal with the possibility that they may become secondary terrorist targets upon response to an event?
- ☐ How will medical and health expand their operations beyond the normal day-to-day emergency response? What will be required to do this?
- ☐ Should medical and health personnel establish contacts in the private sector prior to an accident for quicker access to supplies and/or personnel?
- ☐ Are decontamination procedures in place for medical personnel?
- ☐ If the event is a mass casualty (MCI) incident how will medical personnel address the need for the possible massive amounts of mutual aid required?
- ☐ What coordination needs to occur with coroner and law enforcement?
- ☐ What coordination needs to occur in connection with evacuations, either of medical facilities or shelters?

Mental Health

Medical and health also includes mental health support, which focuses on support to victims of a terrorist incident and support to response personnel, including EOC staff. Mental health planners should consider the same sort of questions that other elements of the medical and health community address.

Staff Background and Training

- ☐ Do mental health personnel have the requisite training in disasters, terrorism, and dealing with trauma?
- ☐ Do they have an understanding of governmental response roles?
- ☐ Are they able to function as part of a multi-disciplinary team?

Public Information

- ☐ What role does mental health play as part of public information?

Support Services

- ☐ How can the mental health community provide crisis counseling, screening, diagnosis, and treatment for those in need?

Stress Management

- ☐ How can mental health support stress management programs within the EOC and other locations?

Follow-up

- ☐ What mental health follow-up programs need to be developed as a result of a threat or event?

Integration and Support

- ☐ How do mental health activities integrate with and support other medical/health activities?

Resources

- ☐ What mental health resources are available within the community?
- ☐ Will additional mental health resources be required?
- ☐ How can non-medical support personnel, such as religious staff or social services personnel, be integrated into the process?

Psychological Aspects

- ☐ How can mental health professionals address the psychological aspects of response activities such as: body recovery, identification, family notification, and transportation of the injured?

Support to Care and Shelter

- ☐ How can mental health support care and shelter operations?

Care and Shelter

All care and shelter personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ Do existing procedures need to be modified to accommodate a terrorist scenario?
- ☐ What special instructions do care and shelter personnel need to receive regarding a potential terrorist threat?
- ☐ What time-critical refresher training needs to occur in anticipation of an event? (For example, refresher training on facility security procedures or mental health concerns during a terrorist event.)
- ☐ What level of facility security will be required for care and shelter operations during a terrorist situation?
- ☐ At what levels of the emergency response organization should there be care and shelter representation? Field level incident command post? EOC?
- ☐ Will the care and shelter agencies need to request mutual aid to deal with the consequences of a terrorist event? If so, what will be the source of this aid?
- ☐ Will the care and shelter function need to establish significant logistical support for its operations? How will this connect to other logistical support, such as medical?
- ☐ How will care and shelter personnel deal with the possibility that care and shelter facilities may become secondary terrorist targets?
- ☐ How will care and shelter personnel handle mass evacuations and spontaneous evacuations? How will local law enforcement and fire personnel address this situation?

Public Works /Engineering

This function may include public works, local and state agency representation, and private concerns. It may include representatives from professional organizations. All public works and engineering personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ Do existing procedures need to be modified to accommodate a terrorist scenario? If so, how should they be modified?
- ☐ Do first responder personnel need to receive any special instructions in the face of a potential terrorist threat? (For example, do public works personnel need to be told about a potential terrorist threat, so that they can be alerted to be aware of unusual activity?)
- ☐ What time-critical refresher training needs to occur in anticipation of an event? (For example, refresher training on explosive devices identification.)
- ☐ At what levels of the emergency response organization should there be construction and engineering representation? Field level incident command post? EOC?
- ☐ What additional technical support teams will be required for a terrorist situation?
- ☐ Which construction and engineering components need to be co-located with other disciplines for coordination purposes? (For example, there are instances in which construction and engineering personnel may need to conduct joint activities with search and rescue personnel.)
- ☐ Will the construction and engineering branch need to request mutual aid to deal with the consequences of a terrorist event? If so, what will be the source?
- ☐ Will the construction and engineering function need to establish significant logistical support for operations?
- ☐ How will construction and engineering personnel deal with the possibility that they may become secondary terrorist targets upon response to an event?
- ☐ How will construction and engineering expand their operations to accommodate the emergency response?
- ☐ How will building inspectors and other professionals be included in the process?

Utilities

The utilities may be composed of both public and private utility organizations, in the areas of potable water, wastewater and sewage treatment, gas, telecommunications, and electricity. The function may, of necessity, coordinate extensively with the construction and engineering branch. All utilities personnel should review current plans and/or protocols to ensure the area(s) listed below are addressed.

- ☐ What are the vulnerabilities to terrorist activities for utilities?
- ☐ Do existing utility procedures need to be modified to accommodate a terrorist scenario? If so, how should they be modified?
- ☐ Do utility field personnel need to receive any special instructions in the face of a potential terrorist threat? (For example, do utility personnel need to be told about a potential terrorist threat, so they can be alerted to be aware of unusual activity?)
- ☐ What time-critical refresher training needs to occur in anticipation of an event? (For example, refresher training on explosive devices identification or hazardous materials identification.)
- ☐ At what levels of the emergency response organization should there be utility representation? Field level incident command post? EOC?

- ☐ What additional utility technical support teams will be required for a terrorist situation?
- ☐ Which utility components need to be co-located with other disciplines for coordination purposes? (For example, there are instances when utility personnel may need to conduct joint activities with fire and rescue personnel?)
- ☐ Will the utilities function need to request mutual aid to deal with the consequences of a terrorist event? If so, what will be the source of this aid?
- ☐ Will the utilities function need to establish significant logistical support for operations?
- ☐ How will utility personnel deal with the possibility that they may be either primary or secondary terrorist targets upon response to an event?
- ☐ How will utilities expand their operations to accommodate the emergency response?

Logistics

As part of the planning process for the terrorism response, local government will probably identify support requirements (supplies, services, equipment, facilities, etc.). Resources databases will also need to be identified, developed, and maintained. Logistics planners will probably want to identify critical support operations, such as computer operations, that must remain intact and functional during an event.

- ☐ What assets do local jurisdictions have to deal with the terrorist threat?
- ☐ What do they think they might need to overcome shortfalls?
- ☐ Do local jurisdictions know how to access/request resources from other sources?
- ☐ There are a number of terrorism response teams -- what do local jurisdictions need to know about these teams and their capabilities? Do they need training on accessing these teams?

Resources Databases

Development and use of the appropriate databases will be essential to the response effort.

- ☐ What resources databases exist? How does the local government access them?
- ☐ What resources do they need to manage and how?
- ☐ Does the jurisdiction need to develop a terrorism specific resources database? What should be in this database? Should its accessibility be restricted in some way?

Finance/Administration

Issues that may need to be addressed include continuity of operations, such as payroll processing, and tracking the costs of an event.

Continuity of Operations

- ☐ What systems do local jurisdictions have for personnel tracking and payroll operations?
- ☐ What are the staff recall procedures?
- ☐ Will there need to be a terrorism response specific set of recall procedures?

Cost Tracking

Like any other emergency response, local jurisdictions will want to track costs associated with a terrorism response.

- ☐ Is there anything unique to terrorism response that will impact cost tracking procedures?

Training and Exercises

Training and exercises are a crucial component for a successful terrorism response program. There are several areas which local jurisdictions may want to consider.

Development of a Terrorism Response Training Program

The local jurisdiction may want to develop a comprehensive program, based upon its training needs assessment. The program would include maintenance of training records.

- ☐ What are our training needs?
- ☐ Can we identify our training needs?
- ☐ What do we need to do to meet our training needs?

Existing Training Programs

- ☐ Are there existing programs, such as hazardous materials training programs, that address potential components of a terrorism response?
- ☐ How can local jurisdictions use EMD training for terrorism?
- ☐ Do existing programs require the addition of a "terrorism" module?
- ☐ Do existing programs address scenario game playing?

Terrorism Awareness

- ☐ Does the local jurisdiction need to develop and conduct a terrorism awareness program?
- ☐ Who should get the awareness training?
- ☐ Does the awareness training include a quick orientation module that personnel can take, in anticipation of a potential threat?

First Responder Training

- ☐ What First Responder training already exists that can be used by the local jurisdiction?
- ☐ Where does the first responder training fit with other training elements?
- ☐ Does the jurisdiction need to develop first responder training?
- ☐ Does the jurisdiction need assistance in developing its training?
- ☐ What training needs to be implemented for dispatch centers? For the fire and rescue service? For EMS? For hazardous materials? For law enforcement?

Exercise Program

- ☐ What is the current exercise program? Can it be modified to accommodate terrorism concerns?
- ☐ Does the jurisdiction need to develop a separate exercise program for terrorism?
- ☐ Who should develop, conduct, and maintain the new terrorism response exercise program?
- ☐ Does the jurisdiction have the resources to conduct such exercises?
- ☐ What about funding for the program?

The following are suggestions for including in EAG emergency function "Checklist of considerations". The format is similar to that provided in EMD PUB-201, "Local Emergency Planning Workbook". Refer to this document for more detail (see page PP-31).

Weapons of Mass Destruction (WMD) Specific Considerations	
CATEGORY	CONSIDERATION
Direction and Control	Chief Elected Official: <ul style="list-style-type: none"> <input type="checkbox"/> Support any protective measure required for the public and for emergency responders during WMD events. <input type="checkbox"/> Ensure the activation of the emergency operations center and receive updates based on shared information between all agencies. <input type="checkbox"/> Support coordination efforts to evacuate or shelter-in-place the population affected by a WMD incident. <input type="checkbox"/> Support the initiation of public warnings, mutual aid activation efforts if required, and understand roles and responsibilities during a WMD incident. <input type="checkbox"/> Coordinate with the Emergency Management office to design and execute Continuity of Operations (COOP) and Continuity of Government (COG) as needed during a WMD incident. <input type="checkbox"/> Review roles and responsibilities during a WMD incident.
	Emergency Management Coordinator: <ul style="list-style-type: none"> <input type="checkbox"/> Recognize the presence of a potential WMD incident. <input type="checkbox"/> Implement mutual aid programs and protocols for a WMD incident. <input type="checkbox"/> Ensure security at facilities during a WMD incident. <input type="checkbox"/> Coordinate with the EMD District Coordinator the request of the National Pharmaceutical Stockpile. <input type="checkbox"/> Coordinate with the EMD District Coordinator the request of the Regional Response Team Network. <input type="checkbox"/> Coordinate with the EMD District Coordinator the request of the Civil Support Team (CST).
Warning	<ul style="list-style-type: none"> <input type="checkbox"/> Ensure procedures are established for receiving and dissemination of threat information. <input type="checkbox"/> Verify source of threat information. <input type="checkbox"/> Ensure adequate systems are available to warn the public. <input type="checkbox"/> Share identified information elements with appropriate agencies, volunteer organizations, businesses, and others, as needed.

Weapons of Mass Destruction (WMD) Specific Considerations	
CATEGORY	CONSIDERATION
Communications	<input type="checkbox"/> Maintain inter-agency and inter-jurisdictional communications. <input type="checkbox"/> Coordinate with other agencies to ensure communication systems interoperability during a WMD event. <input type="checkbox"/> Recognize the possibility of a WMD incident occurrence through calls for service, dispatch patterns, etc.
Public Information	<input type="checkbox"/> Identify and ensure system(s) are available to alert the public. <input type="checkbox"/> Ensure support and cooperation with the media on a sensitive subject. <input type="checkbox"/> Identify bilingual and multicultural concerns in the community.
Damage Assessment	<input type="checkbox"/> Identify all agencies for status reports distribution. <input type="checkbox"/> Determine materials and documents necessary to provide accurate records and documentation. <input type="checkbox"/> Identify information that should not be disseminated due to security concerns.
Law Enforcement	<input type="checkbox"/> Coordinate intelligence collection, processing and dissemination. <input type="checkbox"/> Collect and preserve evidence. <input type="checkbox"/> Recognize the presence of a potential WMD incident. <input type="checkbox"/> Take self-protection measures, secure the area, and request assistance of trained personnel. <input type="checkbox"/> Ensure responders know how to wear and use appropriate level of personal protective equipment, in accordance with established standards. <input type="checkbox"/> Control and contain the situation to avoid spread of potential WMD substances. <input type="checkbox"/> Search for additional devices. <input type="checkbox"/> Provide emergency decontamination. <input type="checkbox"/> Follow department protocols for medical monitoring of response personnel.

Weapons of Mass Destruction (WMD) Specific Considerations	
CATEGORY	CONSIDERATION
Fire Services	<ul style="list-style-type: none"> <input type="checkbox"/> Provide hazard control and exposure protection. <input type="checkbox"/> Provide investigative assistance as required. <input type="checkbox"/> Implement decontamination procedures. <input type="checkbox"/> Capable of functioning within a mass casualty incident. <input type="checkbox"/> Ensure use of appropriate personal protective equipment in accordance with established standards. <input type="checkbox"/> Identify special dangers of a WMD incident for perimeter determination. <input type="checkbox"/> Possess general knowledge of biological, chemical, and radiological agents. <input type="checkbox"/> Apply scene control procedures. <input type="checkbox"/> Conduct agent control/containment. <input type="checkbox"/> Identify and preserve evidence.
Public Works	<ul style="list-style-type: none"> <input type="checkbox"/> Ensure familiarization with the characteristics of WMD incidents (ex, identifying an explosives incident). <input type="checkbox"/> Ensure all municipal utilities are safeguarded. <input type="checkbox"/> Coordinate the restoration of systems that have been disrupted. <input type="checkbox"/> Conduct post-incident assessment of damages, and develop short-term and long-term recovery strategies. <input type="checkbox"/> Ensure continuity of services. <input type="checkbox"/> Support equipment decontamination activities. <input type="checkbox"/> Understand the environmental impact of a WMD incident. <input type="checkbox"/> Perform contaminated debris management for evidentiary and safety purposes. <input type="checkbox"/> Ensure use of appropriate personal protective equipment in accordance with established standards.

Weapons of Mass Destruction (WMD) Specific Considerations	
CATEGORY	CONSIDERATION
Emergency Medical Services	<ul style="list-style-type: none"> <input type="checkbox"/> Possess general knowledge of biological, chemical, and radiological agents. <input type="checkbox"/> Identify WMD agents based on signs and symptoms. <input type="checkbox"/> Utilize personal protective equipment and basic detection equipment. <input type="checkbox"/> Receive patients extracted from the hot zone who have been decontaminated. <input type="checkbox"/> Provide emergency decontamination if required. <input type="checkbox"/> Implement protocols for medical monitoring of response personnel involved with a WMD incident.
Public Health Services	<ul style="list-style-type: none"> <input type="checkbox"/> Coordinate with law enforcement and fire/hazmat for security and decontamination. <input type="checkbox"/> Develop decontamination strategy to address single, multiple, and mass patients. <input type="checkbox"/> Coordinate inclusion of outside volunteer health care professionals. <input type="checkbox"/> Coordinate mass medication of staff. <input type="checkbox"/> Initiate plans for medical surveillance of victims and responders. <input type="checkbox"/> Ensure use of appropriate personal protective equipment in accordance with established standards. <input type="checkbox"/> Develop and implement plans for isolation and quarantine, as warranted. <input type="checkbox"/> Disseminate pre-prepared medical information. <input type="checkbox"/> Determine need for isolation or quarantine of personnel and patients and activate if needed. <input type="checkbox"/> Coordinate mass prophylaxis measures. <input type="checkbox"/> Coordinate with the EOC the request of the National Pharmaceutical Stockpile.
Human Services	<ul style="list-style-type: none"> <input type="checkbox"/> Identify special instructions for care and shelter personnel regarding potential terrorist threats. <input type="checkbox"/> Ensure adequate security level to prevent shelter from becoming a secondary target. <input type="checkbox"/> Ensure mental health support is available to support care and shelter operations. <input type="checkbox"/> Coordinate with appropriate agency procedures for decontamination, if required.

Attachment 1: Planning Initiative Capability Assessment Survey

Purpose

The purpose of this survey is to help you assess your jurisdiction's capabilities to respond to a terrorist incident. You can then use this information to develop strategies to overcome any identified shortfalls. Specifically, you can use information gathered in this survey to help:

1. Revise the local EOP and other planning documents for dealing with a terrorist incident.
2. Determine which agencies in the jurisdiction may need the most help in preparing for potential terrorist incidents.
3. Develop plans to marshal resources from throughout the area to respond to terrorist incidents.
4. Develop training for personnel who may have to respond to a terrorist incident.

SURVEY SECTION A

Organization:
Jurisdiction:
FIPS Code:
Population:

A1 Please indicate the approximate percentage of individuals in your organization who have received hazardous materials training at the following levels:

% None
% Awareness
% Operations
% Technician
% Specialist
% Incident Commander

A2 Do you anticipate any significant increase in the number of trained individuals within your organization in the near future?

☐ Yes

☐ No

A3 Are any of the following types of facilities located in or near your area?

- ☐ Chemical manufacturing/storage
- ☐ Pesticide manufacturing/storage
- ☐ Pharmaceutical facility
- ☐ Academic laboratories
- ☐ Pool chemical manufacturing/storage
- ☐ Facilities for storage of infectious waste
- ☐ Facilities which store low-level radioactive waste
- ☐ Petrochemical refinery/storage facility
- ☐ Munition manufacturers or storage depot
- ☐ Fertilizer manufacturers or storage
- ☐ Military installations, including National Guard Armories and Reserve Facilities

A4 Do you have access to:

- ☐ A HazMat Team
- ☐ A Bomb Squad
- ☐ A K-9 Unit
- ☐ Military Reserve or National Guard Units

A5 Does your organization have the equipment to establish secure communications, which will not be affected by the massive amount of telecommunications and radio traffic typical during disasters?

- ☐ Yes ☐ No

A6 Have there been any incidents of illegal fireworks factories operating within your area?

- ☐ Yes ☐ No

A7 Have there been any incidents of clandestine drug laboratories operating within you area?

- ☐ Yes ☐ No If your answer is NO, then go to Question A9.

A8 Please indicate all types of clandestine laboratories that have been identified in your area:

- ☐ 3-Methyl Fentanyl
- ☐ 4-Methylaminorex
- ☐ Diazepam
- ☐ Dimethyltryptamine
- ☐ Fentanyl
- ☐ JB 318
- ☐ LSD
- ☐ Lysergic Acid
- ☐ Mecloqualone
- ☐ PHP
- ☐ TCP
- ☐ Mescaline
- ☐ Methadone
- ☐ Methamphetamine
- ☐ Methaqualone
- ☐ Methylamine
- ☐ p-Fluoro Fentanyl
- ☐ PCE
- ☐ PCP
- ☐ Phenmetrazine
- ☐ STP
- ☐ THC
- ☐ Other:

A9 Do you believe that there is any potential for a terrorist group to select your area for an attack?

☐ Yes

☐ No If your answer is NO, then go to Question A12.

A10 Which of the following general categories do you believe has the greatest potential for a terrorist group to select as a target in your area?

- ☐ Government Facility
- ☐ Commercial/Industrial Complex
- ☐ Retail Complex
- ☐ Transportation Hub
- ☐ Mass Transit Vehicle
- ☐ Recreational Facility
- ☐ Other

A11 Have you developed a list of specific facilities in your area that, because of their significance to the community, might be potential terrorist targets?

- ☐ Yes ☐ No

A12 Have any extremist groups or individuals been identified in your area?

- ☐ Yes ☐ No

A13 Have there been any cases of the following types of crimes in your area?

- ☐ Anarchist
- ☐ Hate
- ☐ Political

A14 Has your organization developed plans to deal with potential terrorist incidents within your area?

- ☐ Yes ☐ No

A15 Has your organization received training on how to deal with the deliberate release of hazardous materials, whether nuclear, biological or chemical?

- ☐ Yes ☐ No

If you answered YES to both questions A14 and A15, please complete the remainder of this survey.

If you answered YES to question A14 and NO to A15, please go to and complete Section B only (page I-6).

If you answered NO to A14 and YES to A15, please go to and complete Section C only (page I-10).

If you answered NO to both questions A14 and A15, you have completed this survey. Thank you for your time and effort.

SURVEY SECTION B

B1 Does your emergency operations plan consider terrorist incidents?

☐ Yes

☐ No

B2 Does your EOP consider incidents involving the use of weapons of mass destruction?

☐ Yes

☐ No

B3 Does your EOP consider the differences between crisis management and consequence management; and are you aware of the impacts the two phases may have on a response to a terrorist incident?

☐ Yes

☐ No If your answer is NO, then go to Question B6.

B4 Does your EOP establish protocols for the coordination between crisis management and consequence management?

☐ Yes

☐ No

B5 Does your EOP establish specific action points or “triggers” to identify when the transition from crisis to consequence management will occur?

☐ Yes

☐ No

B6 Does your EOP include a protocol that outlines actions to be taken when an explosive device, which has not detonated, is found?

☐ Yes

☐ No

B7 Does your EOP include a protocol that outlines actions to be taken when a device is found which may contain either a chemical, biological, or radiological agent?

☐ Yes

☐ No

B8 Does your EOP include a system in place to alert responders that a terrorist incident may have occurred?

☐ Yes

☐ No

B9 Does your EOP establish response protocols for dealing with terrorist incidents?

☐ Yes

☐ No

B10 Do all response agencies have weapons of mass destruction-specific responder safety SOPs?

☐ Yes

☐ No

B11 Does your EOP establish protocols for controlling access to crime scenes or overall disaster areas?

☐ Yes

☐ No

B12 Does your EOP establish protocols for when “shelter-in-place” is more appropriate than evacuation during a terrorist incident?

☐ Yes

☐ No

B13 Are you aware of available State and Federal resources that can be called upon to assist in the event of a terrorist incident?

☐ Yes

☐ No

B14 Does your EOP include a specific notification list of appropriate State authorities that would respond should a terrorist incident occur in your area?

☐ Yes

☐ No

B15 Has your planning process included potential assets available from military installations in your area?

☐ Yes

☐ No If your answer is NO, then go to Question B17.

B16 Has your jurisdiction developed agreements that allow you rapid access to those military resources?

☐ Yes

☐ No

B17 Are all potential responding agencies in your area involved in evaluation of law enforcement intelligence and threat assessments of potential terrorist activities?

☐ Yes

☐ No

B18 Does your EOP include SOPs for reviewing law enforcement intelligence and threat assessments to determine the current threat level in your area?

☐ Yes

☐ No

B19 Does your EOP include established criteria for releasing information on possible terrorist threats to the public?

☐

Yes

☐

No

B20 Does your EOP include protocols for coordinating Emergency Public Information with law enforcement and crisis management efforts?

☐

Yes

☐

No

B21 Does your EOP include protocols for coordinating with the following agencies to release information to the public on the number and names of casualties?

☐

Coroner

☐

Medical Examiner

☐

Crisis Management Organizations

☐

Disaster Welfare System

B22 Does your EOP establish procedures for ordering and enforcing a quarantine in the event of a suspected biological attack?

☐

Yes

☐

No

B23 Are antidotes available to your jurisdiction for the following agents?

☐

Nerve Agents

☐

Cyanides

☐

Lewisite

☐

Botulinum Toxin

B24 Does your jurisdiction include personnel trained in the proper use of those antidotes?

☐

Yes

☐

No

B25 Does your EOP include protocols for ensuring that contamination of medical facilities does not occur when potentially contaminated victims are evacuated?

☐

Yes

☐

No

This concludes Section B of the Planning Initiative Capability Assessment Survey. Unless you answered YES to both Questions A14 and A15, then you have completed this survey.

SURVEY SECTION C

C1 Have all first responders received training on how to determine the presence of:

- ☐ Radiological agents (i.e., alpha, beta, gamma)
- ☐ Biological agents (e.g., bacteria, viruses, toxins)
- ☐ Chemical agents (e.g., nerve agents, blister agents)

C2 Are all first responders equipped to confirm the presence of:

- ☐ Radiological agents
- ☐ Biological agents
- ☐ Chemical agents

C3 Does your EOP include procedures to identify specific:

- ☐ Radiological agents
- ☐ Biological agents
- ☐ Chemical agents

C4 Have first responders been trained to estimate minimum safe distances and hazard zones associated with chemical/radiological agents?

- ☐ Yes ☐ No

C5 Does your EOP Evacuation Annex address evacuating the potentially threatened population, including those who are downwind, from a terrorist incident?

- ☐ Yes ☐ No

C6 Have all first responders trained to determine when it is appropriate to rescue casualties or when they must be left pending arrival of appropriate assistance?

- ☐ Yes ☐ No

C7 Does your EOP address decontamination of mass casualties (hundreds to thousands of individuals) prior to arrival at the hospital? (Note: The majority of patients will likely self-transport to medical facilities.)

- ☐ Yes ☐ No

C8 Does your EOP address how to access the logistical assets to transport mass casualties (hundreds to thousands of individuals) to medical facilities?

☐

Yes

☐

No

C9 Does your EOP establish procedures for obtaining adequate detection and monitoring resources?

☐

Yes

☐

No

C10 Have first responders had training on selection of appropriate first responders Personal Protective Equipment (PPE) for specific agents?

☐

Yes

☐

No

C11 Do first response agencies maintain an inventory of appropriate PPE for specific agents?

☐

Yes

☐

No

Attachment 2: Available Resources

Introduction to State and Local EOP Planning Guidance (July 2002)

This guide provides EOP guidance for terrorist incidents and highlights other planning considerations that should be taken into account based on federal reports from the September 11 terrorist attacks. The purpose of this guidance is to help state and local governments fine-tune their all-hazards EOPs and address critical planning considerations.

Managing the Emergency Consequences of Terrorist Incidents, Interim Planning Guide for State and Local Governments (July 2002)

The *Managing The Emergency Consequences of Terrorism Incidents, Interim Planning Guide For State and Local Governments* was formerly issued in April 2001 as *Attachment G - Terrorism, Chapter 6, Hazard-Unique Planning Considerations, State and Local Guide for All-Hazard Emergency Operations Planning*. However, subsequent to 9/11, this document was reopened and updated. This document provides emergency planners:

- A framework for developing emergency operations plans that address the consequences of terrorist acts involving weapons of mass destruction
- A consistent planning approach that will foster efficient integration of state, local, and Federal terrorism consequence management activities
- The most current information regarding the planning and operational challenges faced by the communities that have dealt with terrorism incidents.
- A suggested format for a Terrorist Incident Appendix to an all-hazards emergency operations plan

Tool Kit: Managing the Emergency Consequences of Terrorist Incidents, Interim Planning Guide for State and Local Governments (July 2002)

The *Tool Kit* was adopted from FEMA's Emergency Management Institute's new Terrorism Planning Course and is a companion document to the *Interim Planning Guide For State and Local Governments*. It provides emergency planners information on the special planning and response requirements for terrorism incidents, including:

- Actions associated with assessing terrorist threats,
- Information on emergency response planning and other preparedness actions associated with direction and control, communications, warnings, emergency public information, protective actions, mass care, health and medical needs, managing resources and responder roles and responsibilities
- Information on nuclear, biological, chemical, radiological and agri-terrorism agents and cyber terrorism,
- Planning checklists for WMD incidents
- Functional checklists for WMD incidents
- Basic job aids for emergency responders
- ICS forms for emergency responders

